REPORT

ON THE

POLICE ESTABLISHMENTS

OF THE

DIVISION OF

CHOTA NAGPORE.

BENGAL SECRETARIAT LIBRARY

BY

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FROM

LIEUT.-COL. H. BRUCE, C. B.,

Inspector General of Police in India.

To

THE SECRETARY TO THE GOVERNMENT OF BENGAL.

Dated Fort William the 15th April, 1864.

SIR,

IN continuation of my letter No. 103, dated 4th March, 1864, I have the honor to submit a Report on the Police Establishments of the Division of Chota Nagpore.

2. It was not my intention to have troubled you with a separate report upon this Division, but circumstances have come to my knowledge during my recent visit to Ranchee which render it desirable that I should address you separately regarding the Police within these Non-regulation Provinces.

3. His Honor the Lieut.-Governor is aware that the original Police in the above tracts was not only paid at very low rates but was apparently numerically weak. This Police was, however, supplemented and supported by a powerful adjunct, supplied by the great feudal chieftains who were bound down to provide for the safety of life and property within the limits of their estates.

4. Many of these Chiefs were in the exercise of sovereign powers prior to, and indeed for some period subsequent to, our acquisition of the country.

5. When the country was finally incorporated as a portion of the British dominions, the revenue was fixed more with reference to the previous amount of tribute paid by each individual Chieftain than to the extent or value of the estates. Thus the revenue derivable from the whole tract comprised within the Chota Nag-

pore Commissionship does not exceed 4 lacs per annum : which in point of fact is a mere nominal revenue for such an extensive and rich locality.

6. But whilst the Government of India exacted little in the shape of direct revenue payments, it enforced from the Chiefs, continued responsibility in regard to the Police service of the country, and they were moreover, required to render military service whenever they might be called upon to do so.

7. From the earliest times there has existed in these territories as elsewhere in India, a Rural or Village Police, but in addition to this ancient establishment, the chiefs themselves found it necessary to maintain an establishment of paid policemen, to enable them to carry out the duties and responsibilities imposed upon them.

8. Hence a small establishment was usually maintained, at the Sudder Stations of the Chiefs, controlled by either a Darogah paid by the Zemindar Chief or by some sub-proprietor elected to exercise the Darogah's duties.

9. The Chiefs were, according to the engagements taken from them, responsible for the value of all property plundered, for the apprehension of the thieves, and for the arrest of all persons charged with crime. And in these and other duties assigned to them, they were assisted by their vassals to whom they made grants of land at low quit-rents, on conditions of service.

10. These tenures sprung out of a period when the Zemindars were themselves the sole representatives of Government, and there was no reservation of a right to resume, for it was never contemplated that the time would come when such services might be dispensed with on the part of the paramount power. That power being now the British Government, it alone can require the Police and military services stipulated for under the tenures, but it is not clear that we can alter the conditions, and demand money in lieu ; therefore, if we do not use the services of these hereditary Policemen, we shall have to pay for others from the general revenues.

11. On rare occasions the Government has deprived Chiefs of their Police powers for misconduct, or in consequence of the sequestration of their estates, and then a Darogah and a Police establishment was appointed for the time and maintained at the expense of the estate. Objection to pay has never yet been taken, but if objection were to be taken, it would then become a matter for consideration how payment could be enforced.

12. To reach the Chota Nagpore territory it is necessary to ascend certain rugged Ghats from whatever direction the approach may be made. From all time there has existed a special body of Police designed to protect the approaches to the vast plateau or table land above the Ghats, in the centre of which is situated the Sudder Station of Ranchee ; these Policemen are known as "Ghatwals" or "Digwars."

13. They are generally selected from the villages nearest to the heads of the different Ghats or passes, and both tradition and record have accorded to them certain immunities and privileges for the protection of these difficult thoroughfares. They were originally obliged to give notice of the approach of an invading enemy, and they have always been bound to provide for the safety of travellers, the guarding and patrolling of the principal roads, and the arrest of highway robbers or other criminals ; their office is hereditary and their lands are attached to the office ; these lands are held rent-free or at inadequate rates. But since our occupation of the country, we have considered that the Ghatwals are removable by the Magistrate for proved misconduct, and in such a case the vacancy would be conferred upon some competent member of the family. These Ghatwals, Digwars, &c., are all quite distinct from the Village or Rural Police and formed a part of the stipendiary Police, maintained by the feudal Chiefs, under engagements with the Government.

14. Generally then the above conveys an idea of the powerful agents at the disposal of the Administrative Officers—firstly, the Police usually at Sudder Stations under the sub-proprietor or Darogah, and secondly these Ghatwals &c.; all provided by the Chiefs. The Ghatwâls, and Digwars, vary in the terms of the

tenure of their office, and in parts of the Division the latter had under them a class of men called Sudyals or Tavidars. The Digwars are to be found chiefly in the Pachute elaka.

15. In the Manbhoom District, regular registers of all these Policemen were kept and preserved and they are estimated at about 3,000 men exclusive of the Village Police. Unfortunately in the other districts of the division no such registers exist; indeed the appointments have usually rested with the Jageedars and the men are sometimes, but not often paid by assignments of cash as well as of land; they are *all* extremely useful as detectives. With such a force at command it is easy to conceive that the Government could do with a far weaker Police than would be the case had not such adjuncts existed, and I find that the total charge to the general revenues (previous to the introduction of the Constabulary) for the Police of the Chota Nagpore Division was only Rupees 1,32,942, per annum, or excluding the Military Police, which was of comparatively recent creation about Rupees 53,800. In 1862, the new Constabulary took up those Thanas, held hitherto by the old Police, paid from the general revenues, and about a year ago, the Inspector General of Police, Lower Provinces, visited the Chota Nagpore districts and consulted Colonel Dalton, the Commissioner and Agent, as to the law relating to the Zemindaree Police above referred to, especially as to our power of putting them aside. Sometime after Mr. Carnac's visit, the new Constabulary was extended into all Zemindaree Thanas of the four districts of this division and the whole cost was thus brought up to nearly 4 lacs per annum. The new Constabulary arrangement was apparently made exclusive of, and without regard to, the extensive system of hereditary Police above described.

Letter No 281 dated 18th Feb. 1864, from the Comr. Chota Nagpore. to Secretary Bengal Police Commission.

Rs. 3,89,196.

16. It is, I think, a pity that the Inspector General of Police did not in any way consult the Commissioner and likewise the District Officers; not only as to the working of the then existing Police of all kinds, but likewise in regard to the proposed strength and distribution of the new force. Colonel Dalton informs me he was not heard except as regards the state of the law, and thus I found that a Constabulary costing a sum about *equal to the entire revenues of the Province* had been created; and yet owing doubtless to the sudden

supercession of all the old Local Police subordinate to the Chiefs, the crime returns are represented as not showing adequate results. I made it my business during my stay at Ranchee to consult Colonel Dalton and the District Police Officers as to the new force, and the result of my inquiry is that I would refrain from commending to Government the confirmation of such a serious additional outlay at any rate until it can be demonstrated that the old Police including the Ghatwals &c., cannot be brought to harmonize with the new system. The Local Officers appear to me to incline to the view that such a desirable end can be attained and the Commissioner informs me that he could, in a short time if required, mature a proposal for the consideration of Government.

17. Before casting away and discarding all the ancient institutions of the country, and perpetuating a great increase of expence, I would wish the Government to await the propositions of the local authorities, and in the meantime Colonel Dalton, and such of the District Officers who were fortunately at Ranchee when I visited the Station, are *all* agreed that a reduction can be at once made on the present Police Force, pending the final proposals which, should the Government approve, can be hereafter submitted by the Commissioner Colonel Dalton.

18. I have pointed out to Major Rattray where numbers can be diminished—chiefly in men engaged on guard or internal duties. None of the Thanas have been abolished ; but where they exist in extraordinary strength, there it is proposed to bring their strength down to that of adjacent ones, and Major Rattray considers that he will be able to work the force thus diminished with efficiency, pending the result of the investigations into the state of hereditary Police. The following force can therefore be at once dispensed with :—

From Lohardugga District.

1 Inspector.
1 Sub-Inspector.
8 Head Constables.
70 Constables.

From Hazaree Bagh District.

3 Head Constables.
60 Constables.

From Maunbhoom.

1 Inspector.
1 Sub-Inspector.
9 Head Constables.
69 Constables.

From Singbhoom.

125 Constables.

19. There is at present a complete troop of cavalry attached to Constabulary at Ranchee. From this troop there are a number of Sowars detached chiefly on the G. T. Road. These it is proposed to leave alone, but the following can be at once reduced. They are almost all in Reserve.

1	Sub-Lieutenant	Rs. 150
1	Russuldar	„ 100
2	Jemmadars, each 60	„ 120
4	Duffadars, each 35	„ 140
4	Naib Duffadars, each 30	„ 120
50	Sowars, each 25	„ 1,250
	Contingencies, &c., ...	„ 60
	Per month,...	Rs. 1,940

Total Foot Police.

2	Inspectors say	„ 200
2	Sub-Inspectors average 34	„ 68
20	Head Constables at average 11-8-0	„ 230
324	Constables, average 6-8-0	„ 2,006
		Rs. 4,444
		12
		Per annum Rs. 53,328

20. This would reduce the cost of the Chota Nagpore Police to about 3½ lacs per annum at once, and I believe the Commissioner agrees with me in thinking that when his proposals for utilizing the Ghatwals &c., be submitted, a still further reduction will be practicable.

Estimated present cost Rs. 3,89,196
Deduct as above Rs 53,328
Rs. 3,35,868

21 It may be thought perhaps, that under the circumstances a larger reduction might be effected immediately. It is very likely a larger reduction could with safety be made, still when I consider the numbers of Ghatwals and other hereditary Police and the condition and state of feeling doubtless existing amongst them, owing to the sudden attempt to supercede their powers, I do not think it prudent to recommend any further measures until we satisfy ourselves as to what is to be the future position of these important hereditary servants who, if not working for us, will certainly not go out of their way to assist and support the new force which they consider to have usurped their ancient rights.

22. It is quite true that when the reductions I propose shall be at once effected or carried out, the cost of the Police will still be in excess of the original propositions of the Commissioner, which, excluding the special reserve of 220 men suggested for location at Chyebassah (the sudder station of Singbhoom) now no longer requisite, was fixed at 2,71,920 or about half a lac of Rupees, per annum, less than the cost will be after my proposed reductions are made.

Letter No. 28 dated 18th February 1864.

23. I would observe that it was found that the above reduction could be accomplished by merely knocking off what I conceive to be manifest redundancies, and we are unanimous that the efficiency of the force will, in no degree, be impaired by the above reduction. On the other hand, the Commissioner thinks if we are for the future to depend entirely upon the Constabulary and give up the idea of utilizing the Ghatwals, we may require at some future time a heavy additional force in these rugged difficult localities; hence if something be not done, we are threatened with prospective increase of expenditure for extra Police.

24. As regards the district of Singhbhoom, I have stated that all the information required regarding the Zemindaree Police has been preserved, and it was upon that information that Major Rattray, in consultation with Colonel Dalton, submitted a proposition to the Inspector General of Police in a letter No. 25, dated Ghatsela, 8th Jany. 1863, for the Police force of the district. Indeed the proposal was drawn after the above officers, had together and on the spot, personally enquired into the state of the Ghatwals and the Commissioner was satisfied with his plan; the distribution for Dhulbhoom (which is the only part of the Singhbhoom District requiring a regular Thanadaree distribution of a Police force) was arranged, having particular reference to these Ghatwals and the number of Police for the whole, of Singhbhoom is the same strength as the Singhbhoom force will be *after* the reduction of the 125 Constables above, alluded to.

25. With reference to the state of the District at the time, Major Rattray seems to have considered that *in addition* to the ordinary Police force and ordinary reserve a "special semi Military Reserve" was desirable and he therefore proposed for this duplicate or extraordinary reserve

2 Inspectors.
2 Sub-Inspectors.
15 Head Constables.
250 Constables.

thus causing a very considerable addition to the force.

Letter No. 201 dated 31st January 1863.

26. In reply, the Inspector General negatived, Major Rattray's proposals altogether and sent him a statement of the strength of force which he considered adequate. This force was just 125 Constables excess of the proposal made by Major Rattray for the *ordinary* Police duties, reserve included, and it is precisely these 125 Constables which Colonel Dalton has expressed to me his willingness to dispense with; for now that the political affairs towards Sumbulpore have so much improved, there can be no longer any possible necessity for additional strength beyond what may be sufficient for ordinary times. It is certainly unfortunate that the Police

authorities do not appear to have systematically consulted or concerted with the Civil Officers before *final* proposals were submitted to Government, more specially as these would appear to have entailed a considerable enhanced expenditure.

27. In matters of this kind I conceive that even the Inspector General of Police should not go up to Government with his proposals until he has thoroughly and personally discussed the subject in all its bearings with the high local administrative officers, and whenever the local opinions may be adverse to his own, both should be simultaneously placed before Government. As regards Chota Nagpore, it certainly appears to me that, that part of the Government Resolution, dated 22nd September 1862, which regulates the power and responsibility of the Commissioners of Divisions in reference to the new Constabulary, has, I think, been practically, to some extent at least, ignored.

28. In the other districts of the Division, unlike Singhbhoom the full record of Ghatwals has not been preserved. As soon therefore as the season admits, Colonel Dalton and Major Rattray propose to visit these districts when the Commissioner will conduct his enquiry in the same manner as was done in Singhbhoom. For when he heard that the Inspector General of Police rejected the arrangements proposed for Dhulbhoom—indeed the Singhbhoom District—he took no further steps with reference to the other districts of his Division. Meanwhile as soon as it is ascertained that the Government approve of the proposals herein submitted ; the Singhbhoom Police will be placed on a thorough footing, and by the time the work of record is accomplished in the other districts, some idea will be able to be formed of how matters work in Singhbhoom. If the Inspector General of Police does not associate himself for this important object with the Commissioner, he should at any rate order the Deputy Inspector General to concert with the Commissioner, and meanwhile the present working expenses of the new Police will be reduced at once by more than half a lac of Rupees per annum until the necessary reports are received.

29. Colonel Dalton quite understands that no proposals, having in view either the supercession of the present Constabulary, or a de-

parture from the principle of separating the judicial from the Police, will be acceptable to Government, but he thinks that some further investigation will enable him to propound a plan which, while it will not infringe the above conditions, will enable us to utilize that machinery which, I cannot help thinking, has been attempted to be set aside somewhat abruptly, and lead to the adaptation of the various parts, some of which appear at present a little disjointed and obsolete, so as to work as an harmonious whole. If all this can be brought about satisfactorily, the great money-saving will be amongst the least of the benefits which must accrue. We shall have succeeded in drawing closer to us powerful clans, who have been for generations either robbers and plunderers, or else the protectors of travellers and the supporters of order; and who, from the power they have acquired, as a rough hereditary Police, might make it very difficult for a new force to work satisfactorily without them.

30. Indeed, when I reflect on the suddenness with which we dropped this force, without even informing the Commissioner and his Deputies of our intention, to deprive it of all further Police responsibility and power, I am amazed that more difficulty has not already arisen.

31. I believe Colonel Dalton considers that some of the Rajahs might with advantage be appointed Honorary Magistrates, whilst others of lower rank, could be employed as Honorary Police Officers. We should thus lead these influential Chiefs to identify themselves with the Government, instead of feeling that they have lost even the little Police power, which has descended to them from their forefathers.

32. As a financial question, I think we ought to afford a reasonable time for the consideration of this important matter, for by so doing, we shall arrive at an *immediate* saving of more than ½ a lac of Rupees per annum, with the chance of a prospective one if we may judge by Singhbhoom, before the end of the year, of even a larger sum than this. On the other hand, if we continue to set aside the whole of the hereditary Police of Chota Nagpore, we may

any day be called upon to increase our already enhanced Police expenditure. But not only as a question of finance but of sound policy also, I recommend that the local administrative officers of Chota Nagpore be heard, before we proceed further towards forcing upon the people, a thorough overwhelming Police, which is calculated to thrust aside entirely the ancient system of the country, to entail great additional expense on Government without, in my humble judgment, any adequate advantage whatever. I have another reason for pressing for some little delay. I believe the Chief Commissioner of the Central Provinces has lately introduced some such plan, as Colonel Dalton has in view, amongst the large Zemindars, subordinate to that administration, who lay adjacent to the Chota Nagpore districts, and I should like to gain more information as to these measures, before committing myself to the support of a rigid uniform system of Police, which might perhaps advantageously be somewhat relaxed for the semi Jageerdaree.—Zemindaree tracts in parts of Chota Nagpore; where the chiefs have hitherto been forced to maintain a rough Police, which corresponds with the force, elsewhere maintained out of the sources of the general revenue in substitution for which we can only raise and maintain more men from those sources. Should His Honor be pleased to approve of these suggestions, I would recommend that the reductions proposed be at once made, and that pensions or liberal gratuities be accorded to all,—and I would especially mention the cavalry, who are represented to have served us faithfully during the mutiny—who may have served the state sufficiently long to be considered entitled to the bounty of Government.

33. I would futhermore advise that the Commissioner be instructed at once, to bring the Police (with the aid of the Deputy Inspector General, and in communication with Mr. Carnac) within the compass assigned for it, pending the final settlement of the whole question on the receipt of a full report.

34. I shall in my general Report on the Bengal Police deal with the officers of higher rank than Inspectors. But I do not intend to submit any recommendations regarding the ranks from Inspectors (inclusive) downwards, until I hear from you, or in the event of the Lieutenant Governor consenting to my proposals, until I see Colonel Dalton or Mr., Carnac reports.

35. In the event of His Honor awaiting the above reports, I would suggest that Mr. Carnac be instructed to supply Colonel Dalton with the scale of salaries, proposed for Bengal, to be found in paras. 131 to 141 of my letter No. 103, dated 4th March 1864, to your address, to enable him in concert with the Inspector General to regulate his proposals accordingly, and I would represent with reference to paras. 135, 139 and 140 that the full per centage at least, of Constables might be placed, on Rupees 5 per month, throughout the whole of the Chota Nagpore Districts. In those districts the price of unskilled labor has hardly yet attained to the old fashioned 2 annas per diem, and in many parts adult labor is obtainable at a far lower daily rate, than even 2 annas.

36. Indeed, the Commissioner sees advantages in not fixing the salaries of Constables too high at first; for whilst 5 Rs. a month would be good pay for a Cole or other local inhabitant, it would not be sufficient to induce foreigners to push their way into the Police.

37. There has hitherto been some difficulty in getting the people of the districts to take service and I attribute this in some measure to the influence of Hindostanies and others, who would wish to exclude all but themselves from the Police service.

38. I would remark that the jail guard at Ranchee is about double the strength requisite, were proper arrangements in force; but until the jail arrangements are placed on a better footing, no reduction in the strength of the guard, which is upwards of 55 men, can with safety be made.

39. The jail building itself is no credit to us, and by reason of overcrowding a number (I believe nearly 50) of prisoners have been put outside into an open Cookshed and thus four additional sentries have to be provided—in other words an extra guard of 18 men.

40. Then again there appears to be no regular Warder establishment attached to the Ranchee jail and the Police are most improperly forced to perform Warder's duties.

41. To the 365 Prisoners at present—nominally—*in* jail there are

1 Darogah	...	20
1 Jemader	...	6
2 Burkandaze	...	8

an establishment quite inadequate.

42. I perceive that in some of the districts of Chota Nagpore, Nazirs, in addition to the Court Inspectors are still retained, as per margin.*

Manbhoom
1 Nazir at 15
1 ditto at 5
Singbhoom
1 Nazir at 12
Hazareebagh
1 Nazir at 15
Beerhee
1 Nazir at 7
Lohardugga
1 Nazir at 15
Palamow
1 Duffadar at 6 in addition to fees.

I have the honor to be,

SIR,

Your most obedient Servant,

Lieut.-Col.,

Inspector General of Police in India.

I. C. BOSE & Co., 162, BOW-BAZAR ROAD, CALCUTTA.